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ABSTRACT

Balance of power shifts in education have led to dramatically changed concepts of authority role relationships in school systems. There is a growing appreciation of the need for valid, knowledgeable inputs to the administrative decisionmaking process from various organizational levels, and a growing understanding of the values of well-conceived group decisionmaking. These and other factors are leading administrators to an intensified interest in the nature and benefits of the administrative team concept in educational governance. This monograph attempts to lay the goundwork for understanding the place of such a team in the administrative scheme of things, develops a definition, and identifies some of the prerequisites to the successful operation of administrative teams. (Author)

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THEORY AND PRACTICE OF THE ADMINISTRATIVE TEAM

RICHARD WYNN

EA 005 487

American Association of School Administrators
National Association of Elementary School Principals
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Foreword

Much of the writing on organizational theory in education has tended to lay heavy emphasis on organizational charts, specialization, the importance of role definitions and role boundaries, and hierarchal authority relationships in decision making. Until relatively recently, power and authority in school organizations were depicted as flowing downward from the top, with relatively infinitesimal amounts trickling through to those on the firing line in schools.

Back in 1955, the scholarly executive secretary of the National Education Association William G. Carr commented on these concepts in his address at the inauguration of Hollis L. Caswell as president of Teachers College, Columbia University. Speaking of the organizational chart he had learned under Dean Cubberley at Stanford back in the 1920's, he said:

> It was a lovely chart, enchanting in its simplicity, as efficient as a packing plant. . . . No citizen could get to the superin-

> tendent except through the school board. No teacher could get to the school board except through the superintendent. It was a lofty view, like that from an aeroplane window, where every road seems a highway without bumps, every field free of rocks, every fence straight and in good repair. We knew . . . that even though our charts might not coincide exactly with reality, they did represent the way things ought to be . . . and would be, too, when we took our places in those big rectangles and arranged matters properly.

Ever since the days of Frederick Taylor, however, many have joined Carr in warning that organizational charts are not operational charts; that the charting of people's decision-making and decision-executing behavior in organizations will result in a radically different picture than that portrayed in formal line-and-staff charts. In well-administered school systems, able administrative leaders have recognized that the unilateral decision making implied by the formal organization charts is inappropriate in education. Alfred Skogsberg, for example, reports in his study, *Administrative Operational Patterns* (Teachers College, Columbia University, 1950), that superintendents in innovative educational systems tended to work with what we are now calling "administrative teams":

> The superintendents of these schools work with groups that act as their cabinets. Each system designates this cabinet group by a functional title, such as Administrative Council, Administrative Steering Committee, or Superintendent's Advisory Committee. The membership of these groups usually represents a vertical section of the professional personnel. (p. 26)

A number of events have engendered renewed interest in the use of such groups. Balance of power shifts in education have led to dramatically changed concepts of authority role relationships in school systems. There is a growing appreciation of the need for valid, knowledgeable inputs to the administrative decisioning process from various organizational levels, and a growing understanding of the values of well-conceived group decision making. These and other factors are leading administrators to an intensified interest in the na-

ture and benefits of the administrative team concept in educational governance. Yet there is considerable uncertainty about what the administrative team is: how it fits into current conceptualizations of administration, whom the team should comprise, what should constitute the domain of its operations, and what is required for its successful functioning.

Professor Wynn has done the profession a service by addressing questions such as these. In this monograph, he carefully lays a groundwork for understanding the place of such a team in the administrative scheme of things, develops a useful definition, and clearly identifies some of the important prerequisites to the successful operation of administrative teams. We have needed a statement such as this, and it will be welcomed by principals, central office staffs, chief school officers, and boards of education as a considerable aid in the realization in practice of the administrative team concept, a concept whose time seems to have come.

Few terms in the parlance of school administrators these days are more widely used or more ambiguous than the term "administrative team." Misery loves company, and in these times when school administrators are especially embattled, there is something reassuring about the notion that one need not face the battle alone. The administrative team idea seems to be alluring to boards, superintendents, and principals, but, we suspect, for somewhat different reasons.

Harold J. McNally
University of Wisconsin-Milwaukee
April 1973

Several Thrusts Propel the Idea

A glance at the current literature in school administration and the speeches at school administrators' conferences will reveal some of the more powerful thrusts behind the administrative team idea. First, principals seek a more central role on the administrative team so that they may stand firm against the invasion of their traditional management prerogatives both by teachers and by the growing ranks of central office administrators. Principals are understandably frustrated when they find their former prerogatives traded off at the bargaining table. The agreement, which is often negotiated without their consultation, strips them of some of their authority while increasing the constraints upon their behavior. They get little comfort from the predictions that the collective bargaining process, if carried far enough, will put them out of business. Goldhammer and associates, in their ambitious study of the elementary school principalship across the nation, document these circumstances:

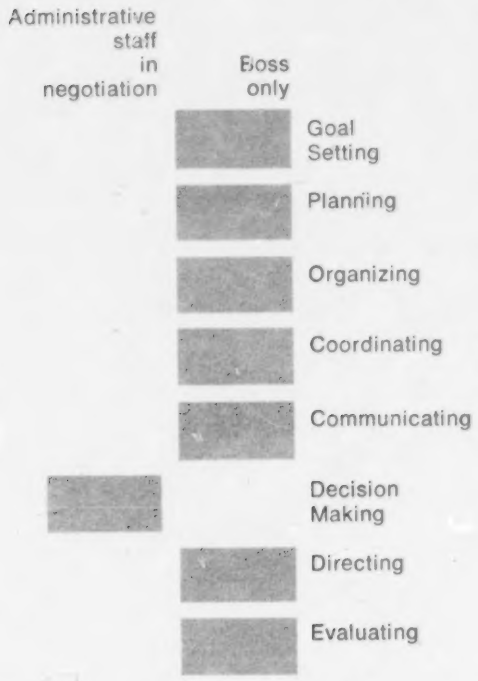
> Increasingly the elementary school principal appears to be isolated from involvement in group decision making that affects his method of leadership and determines his operating patterns within his school. As school districts increase in size, the elementary school principal becomes just one more subadministrator. Policies for the allocation of resources, the employment of personnel, and the operating relationships within the district become more bureaucratic and centralized. The principal, feeling it is essential that he be able to convey the needs of his school to the central administration, is concerned that he has little or no opportunity to participate in districtwide decision-making processes.[1]

Almost overnight "administrative team" has become the banner under which principals march in their quest for a greater piece of the decision-making action. (See Figure 1.)

Second, principals, superintendents, and other school administrators sense the need for political coalitions at the national, state, and local levels to counter the power loss that they have suffered by their recent exclusion from the leadership ranks of the National Education

Association. In 1971 a new periodical, titled significantly *The Administrative Team*, appeared under the joint masthead of the American Association of

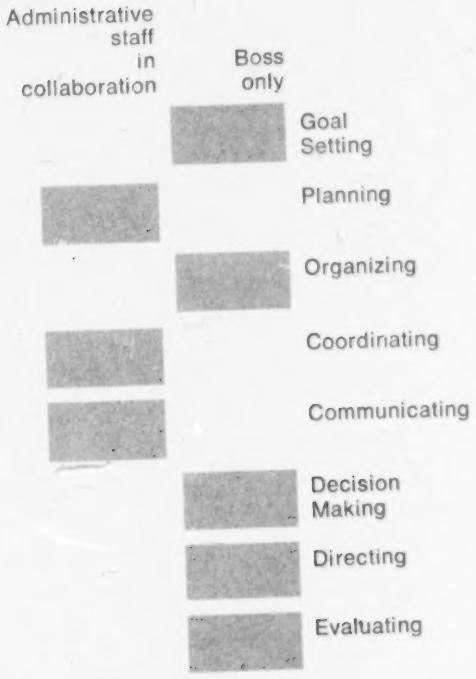
THE PRINCIPALS' UNION MODEL FIGURE 1



This model is designed to force certain decision making into a bilateral mode. But typically this kind of decision making involves only a few representatives of top management and a few representatives of line subordinates, and the process is negotiation rather than coliaboration. It tends to isolate the boss and the line administrators in their other administrative processes within their separate jurisdictions. Collaboration in the other administrative processes may be discouraged lest such activity intrude on negotiations. To the extent that negotiations prevail, it is anathema to teamwork. This model combines maximum power by subordinates with minimum responsibility, accountability, and effort. This is not really an administrative team model, although that term is often mistakenly applied to it. It is included here only for comparison with administrative team models.

School Administrators, the National Association of Elementary School Principals, and the National Association of Secondary School Principals (and, in subsequent issues, the Association of School Business Officials). It was begun, we are told, because of proposed changes in the NEA Constitution. This new coalition of administrator organizational power into the "administrative team" is being manifested in more collaborative enterprises among local, state, and national organiza-

FIGURE 2 THE MORALE BUSTING MODEL



This model maximizes subordinates' participation in the supportive administrative processes—planning, coordinating, and communicating—while retaining centralized control over those processes that involve the exercise of power—goal setting, organizing, decision making, directing, and evaluating. It exploits the administrative staff and is popular with bosses who are more interested in sharing labor than in sharing power. It is very well designed to demoralize subordinate line administrators and is not uncommon in educational institutions.

tions of principals, superintendents, and other administrators.

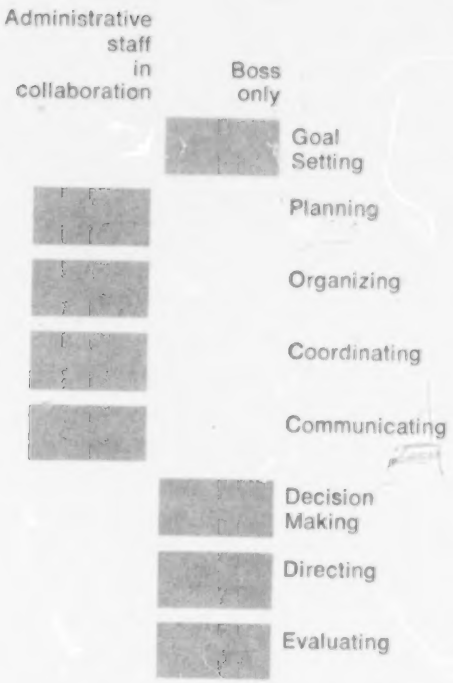
Third, superintendents and boards of education have discovered that the administrative team concept can be invoked to quicken the allegiance and stiffen the spine of middle management in times of crisis. (See Figure 2.) Although boards and superintendents may forget the concept in the bargaining process, it comes to their minds quickly when work stoppages occur. Consider, for example, this statement from *The Administrative Team* newsletter:

> During the withdrawal of services by an employee organization, the administrative team has a responsibility to keep the schools open until the board of education takes official action to close them. The administrative team has an obligation to remain on the job; to protect the students who report to school; to maintain communication among parents, teachers, and the public; [and] to seek through reasonable methods to protect school property.[2]

The administrative team is a handy idea for holding the administrative ranks firm and loyal in times of duress. (See Figure 3.) All these rationales for the administrative team, although well intended, are political. They all invoke considerations of power.

Fourth, it is true that a number of thoughtful observers of the administrative scene do recognize the urgent need for bringing more collective thought, specialized expertise, information, perspective, judgment, and responsibility to bear on the increasingly complex processes of school administration. These observers assume, with considerable justification, that the administration of a modern school system has become too complex and difficult for any superintendent to handle alone. They assume that decisions and plans generated by the administrative team will, generally speaking, be better than those generated by the superintendent alone. They assume that those who participate in the development of plans, policies, programs, and decisions will be more committed to implementing them than plans that are developed unilaterally. They also assume that this participation in the administrative processes constitutes a valu-

FIGURE 3 THE STRIKE BUSTING MODEL



This model is designed to coopt subordinates and stiffen their spines in dealing with threats—such as teacher strikes—with minimum loss of power from the boss. It is very similar to the morale busting model.

able vehicle for the professional development of their administrative subordinates.

An Ambiguous Concept

Although the administrative team enjoys considerable currency, the team concept is quite ambiguous. Most articles on the subject consist of exhortations for administrators to stand together, particularly in times of trouble. Some describe administrative teams in action, but usually without any conceptual base rooted in administrative science, group process theory, organizational theory, or decision-making theory.

Our difficulty with the administrative team concept is not resolved by classic works in administrative science. A review of the works of Urwick, Barnard, Simon, Follett, and others fails to un-

cover any reference to the administrative team, although they all emphasize the importance of collaboration in some of the administrative processes.

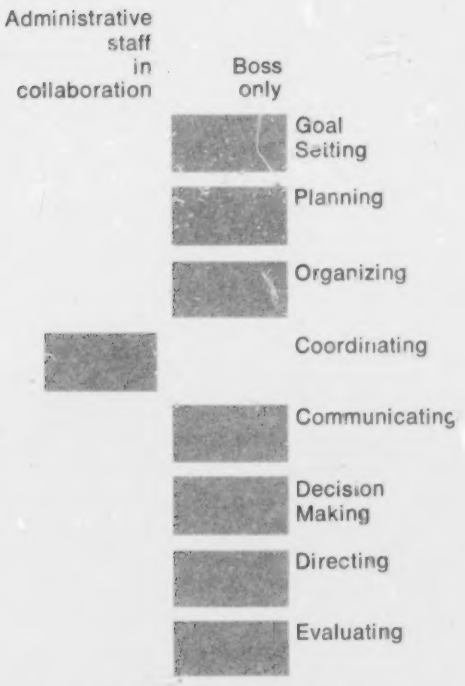
Speakers on the subject of the administrative team are often fond of invoking the analogy of the athletic team. One professor uses the analogy of the trauma team in a hospital. However, few of man's endeavors are managed more autocratically than the trauma team or the athletic team. (See Figure 4.) Game plans are always handled unilaterally by the coach and could hardly be otherwise. Play selection in football is the responsibility of the quarterback, except in cases where the coach refuses this delegation. Collaboration among the team members is always restricted to the *execution* of the game plan and the plays. Unfortunately, this is exactly the model that many superintendents and boards prefer in educational institutions.

A Concept Without Much Precedent

Despite folklore to the contrary, we do not find much precedent for the administrative team in public or private enterprise. Case descriptions of administrative teams that satisfy rigorous definition of the term are hard to come by in school districts. For example, if one assumes that principals should be represented in the administrative team's decision making, the data are not very reassuring. *Profiles of the Administrative Team* reports that principals are seldom included in the superintendent's cabinet, except in small districts. It reports that in half the districts surveyed, decisions are commonly made by the central office officials or the local schools after joint *consultation*. Another fourth of the districts report that decisions are commonly made in the central office and transmitted to local schools. Almost a fifth of the districts report that decisions may be made either in the central office or at the local school level.[3] These data are neither surprising nor reassuring to those principals who yearn for greater participation in decision making.

Nor will one get much help by looking for precedents in other fields of

FIGURE 4 THE ATHLETIC TEAM MODEL



This model is common among organizations that must respond quickly and surely to emergencies —armies, police departments, hospital trauma teams, athletic teams, and sometimes schools. Teamwork is presumed to be dysfunctional, because it requires more time and therefore delay in response to emergencies. The model requires teamwork in only one of the administrative processes: the coordination or execution of the battle plan, emergency treatment plan, or game plan. In this model, goals are commonly set by top management, as are the plans for accomplishing these goals. Planning, organizing, communicating, decision making, directing, and evaluating may involve some participation by subordinates, particularly within their own jurisdictions, but the overall administration is fundamentally unilateral except for the coordinating or executing process.

public administration. Although United States presidents have used their cabinets for consultation and planning, final decision making on important matters

has characteristically rested with the president alone:

> The climactic stage of decision making is the president's "choice activity"—selecting a particular course of action from the alternatives available. Of the several steps of decision making, choice is the only one the president is least able to escape. He can delegate the tasks of watching the environment, selecting the problems for action, fashioning alternatives, and even making some choices or decisions. Yet he is expected to make the important choices or decisions as the unavoidable price of his incumbency.[4]

The concept of the administrative team is not reinforced by the literature in political science. Some advocates of the concept point to team operations in various executive agencies of the federal government, notably the Department of Defense. However, these exceptions turn out to be project teams rather than administrative teams in the broader sense. They consist of groups of experts brought together to collaborate on highly specific tasks, usually research and development enterprises, rather than administrative teams with broad overall and continuing responsibility for the general administration of an organization.

The currency of the administrative team concept is only slightly better in private enterprise. "Collective top management" is fairly common in European industries (the United Kingdom is an exception), and it is a significant departure from the American concept of one chief executive officer.[5] A small number of large American corporations have established "corporate offices" or "offices of the president." These groups are always small in number (usually three or four people), and in almost every case, one man, usually called the chief executive officer, retains the ultimate responsibility for corporate decisions.[6] Many people, however, may participate in various stages of the decision-making process—defining the problem, gathering and sharing information, formulating alternatives, and implementing the decision:

> Decision making in the modern business enterprise is the product not of individ-

uals but of groups. The groups are numerous, as often informal as formal, and subject to constant change in composition. Each contains the men possessed of the information, or with access to the information, that bears on the particular decision together with those whose skill consists in extracting and testing this information and obtaining a conclusion.[7]

Nevertheless, few examples of the administrative team, as we shall define it later, are to be found in American industries. As Alfred Sloan, former president of General Motors, notes in *My Years with General Motors*, it is almost axiomatic among American business executives that an individual should administer, not a group.

An undefined concept of the administrative team is practically useless. Moreover, a concept of the administrative team not rooted in administrative theory is probably subject to severe question. As noted earlier, there is at present no adequate theoretical basis for the administrative team. Few examples of administrative teams could pass muster in any rigorous definition of the term. In the absence of both theory and empirical evidence, research evidence must also be missing.

This document will attempt to advance somewhat the theoretical basis for the administrative team and to rationalize the concept on the basis of administrative systems theory and behavioral theory. With a little bit of luck we may be able to formulate some common sense principles for those administrators seeking to implement the administrative team concept.

Clearly we need far better conceptualization of the term "administrative team" if the concept is to be of any real use. A number of questions arise immediately: Are we speaking of an "administrative team," "management team," or "leadership team"? How do we define administration or management or leadership? Is collaborative effort compatible with our concepts of administration or management or leadership? Is collaborative effort compatible with only some processes of administration, or is it compatible with all processes but in varying degrees and styles? Who is to

be included in the adjective "administrative"? What is the operational meaning of the word "team"? Does it mean "meet and discuss"? Does it mean "meet and decide"? Does it mean "let us all help do it my way"?

Conceptual Systems of Administration and the Administrative Team

Let us begin by examining—in random order—five classic conceptual systems of administration and relating to each the concept of collaborative effort suggested by the word "team."

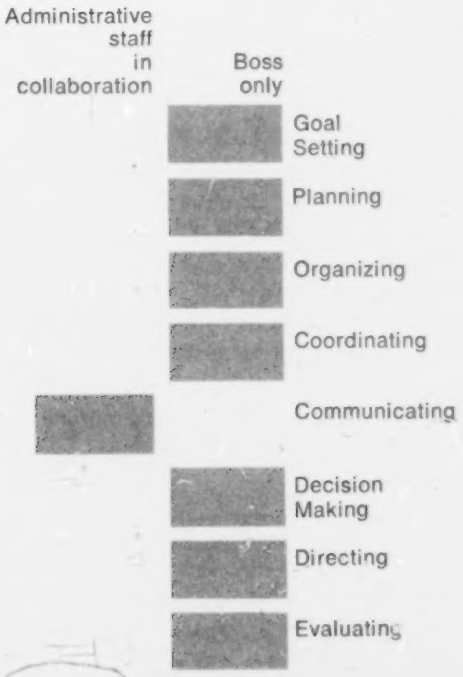
ADMINISTRATION AS A TECHNOLOGICAL SYSTEM

Frederick Taylor is commonly regarded as the major architect of the concept of administration as a technological system. His scientific management approach assumed that the prime function of administration was to maximize production or benefit at minimum cost. Efficiency was the keynote. Quality control and economy were realized through the imposition by central administration of close supervision according to well-defined task performance standards. Specialization of administrative functions, tall hierarchical organization, close supervision, and a high degree of centralized control are compatible with the concept of administration as a technological system. The mood of the technological system is rational, logical, impersonal, austere, orderly, mechanical, conforming, highly controlled, and task oriented.

The recent emphasis on accountability in education and the application of cost-benefit analysis systems have promoted a renaissance of interest in scientific management in educational administration, and the currency of the concept of administration as a technological system is probably greater now than at any time since Frederick Taylor's lifetime.

This concept of administration holds little place for the administrative team. Collaborative effort by rank-and-file administrators is unnecessary and usually unwelcome in all administrative pro-

FIGURE 5 ADMINISTRATION AS A TECHNOLOGICAL SYSTEM



The concept of administration as a technological system is fundamentally incompatible with teamwork. This concept requires retention of the administrative processes by central administration —except for communication, which is largely unidirectional from the top down. This model may also be called the "meet and discuss" mode, in that it allows participation by the administrative staff in communicating only.

cesses except coordinating and communicating, usually one-way communicating. Although the term "management team" may be invoked at times, it is usually restricted in meaning to unquestioning cooperation in implementing decisions formulated unilaterally at the top of the administrative hierarchy. (See Figure 5.) "Management team" in this sense becomes synonymous with organizational allegiance rather than cooperative decision making. The physical sciences become the wellspring for decision making, and counsel is sought from statisticians, accountants, efficiency experts, systems analysts, and management consultants—but not from middle management.

ADMINISTRATION AS A SYSTEM OF POLICY FORMULATION AND DECISION MAKING

This conceptual system is fundamentally teleological. It emphasizes the definition of purposes and goals and the establishment of policies and programs and administrative decisions to accomplish them. It originated in large, multiphasic business corporations and governmental agencies, notably the Department of Defense. Major emphasis is placed on systematic planning, policy declarations, goal setting, programing, and management by objectives. Its mood is rational, objective, and systematic, and it is characterized by strict separation of responsibility for policy making and responsibility for executive action. It stresses administrative job descriptions that are precisely delineated in terms of program objectives and careful evaluation of individual administrative performances in terms of their contribution to the realization of organizational objectives by each administrative jurisdiction. The concept has enjoyed a recent popularity in administrative thought and has generated considerable attention to management-by-objectives systems, although few school systems have yet implemented such systems in any fundamental way.

Administration in terms of policy formulation and decision making is compatible with the administrative team concept at several crucial points. Collaboration by administrators in goal setting, planning, communicating, coordinating, organizing, decision making, and evaluating is critical. However, responsibility for directing or for implementing decisions is largely delegated by central administration, and line administrators commonly exercise this process unilaterally. (See Figure 6.) Indeed, management-by-objectives systems commonly rest on the assumption that an administrator's objectives should be clearly defined and his accomplishment of those objectives carefully evaluated. However, the administrator should be virtually free to attack those objectives in any manner that makes sense to him. The process of directing is his alone.

FIGURE 6 ADMINISTRATION AS A SYSTEM OF POLICY FORMULATION AND DECISION MAKING

This model is highly collaborative in all the administrative processes except directing. Its success depends on heavy involvement of the administrative team in goal setting, planning, organizing, coordinating, communicating, decision making, and evaluating. However, individual line administrators are largely on their own in directing the enterprise within their own jurisdictions. As long as they are successful in accomplishing the objectives, they are free to choose their own means of execution and executive styles. This is the model that is most compatible with management-by-objectives systems.

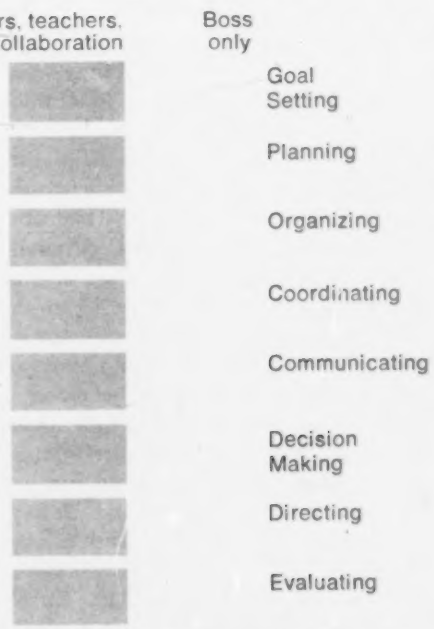
The mood of implementation is, then, highly experimental and individualistic. Experts in management-by-objectives systems contend that, except for implementing, all other administrative processes must be highly collaborative if the concept of administration as a system of policy formulation and decision making is to be effective. Therefore, implementing the administrative team is critical to this conceptual system of administration.

ADMINISTRATION AS A SOCIAL SYSTEM

This concept of administration is built on a sociopsychological concept of organization, holding that schools and other enterprises derive their purpose and meaning from the individuals they serve. It is essentially humanistic in outlook and stresses the self-realization of clients and employees. It assumes, usually, that the goals of the clients should define the goals of the organization, which become intrinsically rewarding. Administration is seen as service to the clients, and therefore accountability is to the client rather than to the administrative hierarchy. The organization is considered a social system, and the mood is warm, cooperative, informal, individualized, consultative, and self-determining. This concept is neoprogressive and has roots in the earlier works of Dewey, Newton, Getzels, Jackson, and others. More recently, the romantic critics of education—such as Silberman, Kozol, Holt, Friedenberg, and Hentoff—have helped to generate considerable currency for the social system approach.

This concept of administration is quite compatible with the administrative team concept. It depends on close and cooperative relationships between central administration and the administration of local school units. In a sense, it practically defines all administration as the servant, rather than the master, of the school's clients. This concept of administration, with its heavy emphasis on cooperation, open climate, flexibility, and adaptation, is anathema to highly centralized, tightly structured, and closely supervised school organizations. If this concept is to be successful, administrative responsibility must be decentralized, and highly collaborative relationships between the central office and the local school units become imperative. The administrative team concept must also permeate the local school unit, where it implies the involvement of students and teachers, along with administrators, in the administrative processes of goal setting, planning, communicating, coordinating, decision making, organizing, directing, and evaluating. (See Figure 7.) Indeed, it is possible to

FIGURE 7 ADMINISTRATION AS A SOCIAL SYSTEM



This concept of administration places all of the administrative processes in the collaborative mode and emphasizes the importance of participation by students and teachers, as well as administrators, in all of the processes.

say that the success of this concept of administration depends absolutely on the team concept.

ADMINISTRATION AS A SYSTEM OF PUBLIC RESPONSIBILITY

This concept of administration is highly nomothetic, emphasizing the responsibility of the schools to the larger society. It usually looks outside itself for mandates and constraints. Its style is one of self-sacrificing public service. Accountability is to the public—the taxpayer and the parent—with the administration viewed as the servant of this constituency. Public relations consciousness is high, and the administration looks to the public for help in most of the administrative processes, notably

goal setting, planning, communicating, decision making, and evaluating. Coordinating, organizing, and directing may remain largely internal. (See Figure 8.) Elected school administrators and elected boards of education are, understandably, favorably disposed toward this concept of administration.

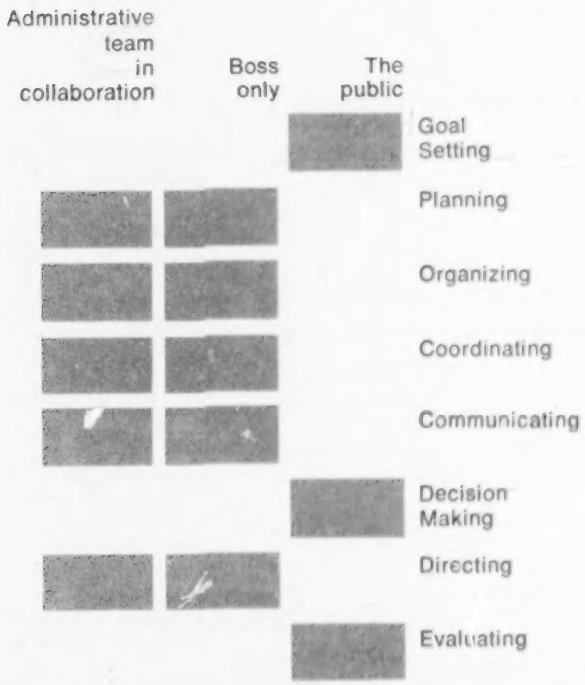
Except for the processes of coordinating, organizing, and directing, which, as noted earlier, may tend to remain intramural, this approach has limited value in the concept of the administrative team. Collaboration with the community through its various agencies and individuals becomes more important than collaboration with the administrative staff, particularly with respect to decision making, the most crucial administrative process.

ADMINISTRATION AS A SYSTEM OF MEDIATION

In the broadest sense, this concept defines administration as the process of mediating the interests, values, and expectations of the organization with those of clients, community, and professional staff. In a narrower sense, it is frequently more bilateral than multilateral, as conflicts between employees and employer upstage the interests of other parties at the bargaining table and at grievance hearings. The organization contributes to an individual's or group's goals on the condition that and to the extent that the individual or group contributes to the achievement of the organization. The task of the administrator is to mediate this exchange rather than to integrate diverse goals. The role of administration is that of negotiator, mediator, bargaining agent, or moderator of encounter groups. The mood is commonly crisis oriented, controversial, compromising, temporizing, and brainstorming, and the loci of accountability are often disputed. Administrative style is commonly transactional, if a fair degree of power equalization exists. Collective bargaining has generated considerable use of this concept of administration.

Administration as a system of mediation puts heavy emphasis on the admin-

FIGURE 8 ADMINISTRATION AS A SYSTEM OF PUBLIC RESPONSIBILITY



This concept of administration emphasizes the importance of the participation of the public, particularly in the power oriented administrative processes: goal setting, decision making, and evaluating. The remaining administrative processes may be exercised unilaterally by the boss or shared with the administrative staff.

istrative team in theory, if not always in practice. Sooner or later it is learned that line administrators can be isolated from the bargaining process, from the grievance procedure, and from the mediating function only at peril to the organization. It is axiomatic that the persons responsible for administering a negotiated contract with teachers or a settlement with protesting students must be involved in forging the agreement they must administer. Indeed, the administrative team may be redefined to include central office and local school administrators and representatives of the teachers, the students, and the community. Goal setting, planning, com-

municating, coordinating, organizing, decision making, evaluating, and even directing may become collaborative processes. In this instance the term "leadership team" may be more appropriate than "administrative team."

Obviously, few school systems manifest any one of these concepts of administration in pure form. Eclectic models are common to some degree, although one can hardly embrace all of the concepts simultaneously. Any administrative organization will probably show the hallmarks of one of these concepts predominantly, at least ideologically if not operationally. Certainly most boards of education and superintendents will at times give strong preference to and attempt to generate support for one concept, although the realities of any given time and place may limit their power to implement it.

The main purpose of this brief analysis of the classic models of administrative systems is not to present administrators with categorical choices. It is, rather, to help us clarify our preferred concepts of the role, function, and style of administration as an essential discipline in ordering our thoughts regarding the administrative team. If we are correct in our analysis, the administrative team concept has virtually no application in the concept of administration as a technological system and quite limited value in the concept of administration as a system of public responsibility. But the administrative team concept is essentially compatible with the concepts of administration as a social system, administration as a system of policy formulation and decision making, and administration as a system of mediation. The parameters of collaboration and the styles of collaboration vary among the several administrative systems.

Administrative Processes and the Administrative Team

It may be helpful to examine the relationship of the various administrative processes—goal setting, planning, organizing, coordinating, communicating, de-

cision making, directing, and evaluating —to the collaborative processes inherent in the administrative team.

GOAL SETTING

Goal setting is the first task of any enterprise. Without established goals, the other administrative processes are largely purposeless. Without goals a school system simply drifts. Educational goals are seldom static in a free society, and administrators must be sensitive to new goals and the changing order of existing goals. Both scholars and novelists have called attention to the ubiquitous conflict between the goals of the organization and the goals of the individual; there are also conflicts *among* the organization's goals and the individual's goals. Some citizens prefer to maintain neighborhood schools, while others support busing to achieve racial balance; some teachers prefer equal treatment, while others expect the organization to accommodate to their individuality; taxpayers may prefer no rise in taxes, while teachers demand increases in salaries; students may prefer a more open and permissive school climate while parents want stricter discipline.

Such conflicts are endemic, and there is no guarantee that implementing the administrative team concept will always resolve them. However, utilization of the administrative team can help to broaden the consideration of more goals, bring deeper understanding of those goals, reduce the conflict between organizational and individual goals, assess the feasibility of achieving the goals, and quicken the administrators' commitment to their realization. The importance of broad involvement of the administrative team in goal setting should be axiomatic, except for those superintendents and school boards who view administration as a system of responsibility or as a technological system.

PLANNING

The importance of planning in all types of enterprise is widely recognized. There can be little intelligent direction of activity without planning. Executing

plans is a prime responsibility of administrators, but they can hardly be held accountable for the success of plans they did not help to formulate. This principle is especially central to management-by-objectives systems and to the entire concept of administration as a system of policy formulation and decision making. The quality of plans is usually improved if those responsible for their implementation are brought in on the planning process. Moreover, involving the administrative staff in educational planning can be a superb opportunity for professional growth and development.

There are no universal formulas for administrative staff involvement in planning. Administrative cabinets, project task forces, and various other types of work groups can be appropriate. For some tasks the cabinet might be too large a group; in many cases it is more efficient for a small group or perhaps an individual to draft a tentative plan for review and revision by the administrative team. In any case, and in any conceptual system, it is practically axiomatic that the administrative team should participate rather fully in the planning process.

ORGANIZING

Organizing involves the orderly distribution of tasks, authority, and responsibility among individuals and groups in order to accomplish the goals of the enterprise. Organization is the structural vehicle for administration. It can hardly be orderly or effective unless all line administrators understand clearly the metes and bounds of their jurisdictions and the nature of their duties and responsibilities. This understanding can be very much enhanced and the efficiency of the organization improved by involving the administrative staff in the design of the organization. Like planning, organizing is an administrative process that virtually requires participation by the administrative team if it is to be effective.

COORDINATING

Achieving coordination is one of the

primary tasks of any administrative body. Like all administrative processes, it is closely related to and dependent on the others. For example, coordination is impossible without goal definition, plans, and organization. If the organization permits orderly distribution of tasks, authority, and responsibility, then coordination is facilitated. Organization puts people and resources into meaningful relationships, but it is through coordination that the organization is continuously monitored to assure that the components are orchestrated to function as an integrated and harmonious whole.

Coordination is more than cooperation, which is essential to it. Cooperation is the determination to work together toward common goals, while coordination is the process of informing people of the planned behavior of others. It may be thought of as the process of unifying the contributions of people and other resources toward the achievement of the institution's goals.

Coordinating requires a plan for collaborative effort that is understood by all those invested with administrative responsibility for it, plus a willingness by all to behave in accordance with it. A plan can seldom be *ordered* into effective execution, although many administrators attempt just that. Considerable attention must usually be devoted to strengthening the willingness of administrators and other staff members to behave in accordance with the plan. This can seldom be accomplished in any conceptual system of administration without the involvement in the coordinating process of those persons, particularly administrators, whose behavior must be influenced. Consequently we can conclude that the coordinating process is impossible without the involvement of the administrative team.

The athletic team, as noted earlier, is typically a team only with respect to the coordinating process. The goal—winning the contest—is easily presumed without any collaboration. In football, for example, planning, communicating, organizing, and evaluating are handled unilaterally by the coach. Within the

constraints of the game plan, some of the decision making and directing during the game is necessarily delegated to the quarterback and the captain of the defensive unit. Teamwork is involved typically only in coordinating the execution of the game plan. Highly specialized team members with quite specific assignments must collaborate closely according to well-defined plans so that every other member of the team can predict the behavior of teammates and thus function in concert. Consequently, even in highly centralized organizations such as football teams, the coordination process typically involves teamwork, particularly if task specialization is present.

COMMUNICATING

No commodity is more essential than information to the successful management of complex organizations. Without information all other administrative processes are likely to flounder. In the school organization the information necessary for planning, decision making, or evaluating is widely dispersed, regardless of the miracles of the computer and data bank. No single person, not even the most astute principal or superintendent of schools, carries with him all the information necessary to make most decisions or formulate most plans.

Communication is the process by which information is gathered, exchanged, digested, and tested. Despite the formidable capabilities of the photocopier, the computer print-out, or the tape cassette, a very large part of the essential exchange and testing of information is by word of mouth. Galbraith emphasizes the unavoidable necessity—in fact, the efficiency—of the committee, the conference, the project team, the administrative staff, or other types of group meetings in the communication process.[8] He points out that the solo style of management became obsolete when corporations grew too complex for any single person to command the knowledge and information essential to management.

And so it must also be with schools and school systems, regardless of what

conceptual system of administration one might prefer. Although the concept of administration as a technological system places more emphasis on downward communication than on reciprocal communication, the exchange of information is still fundamental in any conceptualization of administration. Indeed a whole new subscience of administration, commonly spoken of as information systems, has come into being. Consequently we can conclude that the administrative team is imperative in the communication process.

DECISION MAKING

Griffiths, along with others, has called attention to the centrality of decision making among the various administrative processes:

> The key concept in this discussion is that of directing and controlling the decision-making process. It is not only central in the sense that it is more important than other functions, as some writers have indicated; it is also central in that all other functions of administration can best be interpreted in terms of the decision-making process. Decision making is becoming generally recognized as the heart of organization and the process of administration.[9]

Nobody would deny that real collaboration in administration is impossible without participation in the decision-making process. We shall examine this important process at some length because of its central importance.

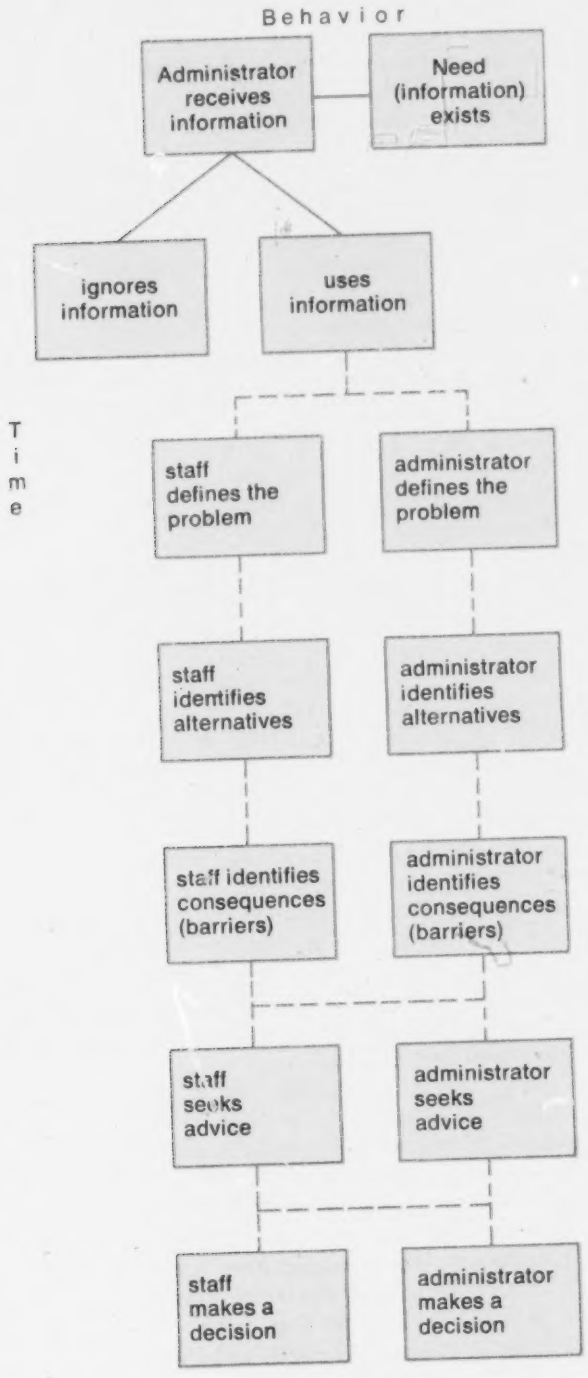
Many teachers, administrators, students, and citizens understand that they must play a part in decision making if their participation in administration is to be meaningful, but this point of view is dysfunctional and self-serving unless it is accompanied by a willingness to participate in the other administrative processes as well. All administrative processes are so interlaced with decision making that the failure of subordinates to participate in the other processes can severely circumscribe their effectiveness. Moreover, superintendents and school boards tend to look unkindly on those who seek only to wield the power of decision making without accepting the labor and responsibility associated with

the other processes, particularly goal setting, planning, communicating, and coordinating.

Thorough understanding of group participation in the decision-making process is not easy. What decisions are properly within the domain of the administrative team? Who should participate in administrative team decision making? Should all administrative decisions be resolved by the entire administrative team? Obviously, this is impossible. How then should one sort out those decisions that properly belong with the administrative team and those that belong with individual administrators? By what process should decisions be mediated when disagreement is evident within the administrative team? Should the chief school administrator enjoy the privilege of executive veto of those decisions for which he does not wish to stand accountable? Must accountability for decisions be individual, or can it be shared by the administrative team? If litigation results, will the defendant be the superintendent or the administrative team? Will grievances be filed against the administrative team or against a single administrator? Are our concepts of individual accountability compatible with our concepts of group participation in decision making? Should the administrative team participate in all phases of decision making or only selected phases? The answers to these questions are not easy, and no simple formulas are suggested here. We shall examine several of them briefly in the discussion that follows.

Most people are inclined to regard decision making as a simple, unitary process. Bridges has identified a series of sequential steps inherent in the decision-making process, shown in Figure 9. He notes that the "boss" may involve subordinates (the administrative team) in all, none, or some of the several stages of decision making. He may define the problem, identify alternatives, and identify consequences by himself; then seek advice from the administrative team; and finally make the decision himself. This mode is common but is usually not very popular with subordinates because

FIGURE 9 A PARADIGM FOR SHARED DECISION MAKING IN THE SCHOOL



Adapted from the work of Edwin M. Bridges, in Owens, Robert C. Organizational Behavior in Schools. *Englewood Cliffs, N.J.: Prentice-Hall, 1970. p. 112.*

they are denied access to the actual decision making. Or the superintendent may engage the administrative team in defining the problem; appoint a committee or task force to identify alternatives, identify consequences, and seek advice; and then, after considering their report, turn to the administrative team for the decision. This mode has the obvious advantage of saving man-hours without excluding the team from the actual determination of the decision.

Obviously, any combination of administrator or staff participation in the several steps is possible. The choices will depend on many factors, such as how much administrative staff time can be afforded in reaching the decision; the nature of the problem; the expertise of the administrative team collectively compared to that of individuals on a particular problem; the impact of the decision on the various administrative jurisdictions within the school system; and the accountability involved.

No universal formula for involving the administrative team in decision making is possible. The wise superintendent will, however, weigh the advantages and disadvantages of administrative team involvement with respect to each problem to be solved and establish the decision-making process rationally. As Griffiths points out:

> If the administrator confines his behavior to making decisions on the decision-making process rather than making terminal decisions for the organization, his behavior will be more acceptable to his subordinates. If the administrator perceives himself as the controller of the decision-making process, rather than the maker of the organization's decision, the decisions will be more effective.[10]

This is a cogent argument for broad participation of the administrative team and other school groups in the decision-making process under the leadership of the chief administrator. Research has shown that group decision making generally produces certain advantages over solo decision making.[11] However, there are noteworthy exceptions to the general principle that the administrative team should participate in all decision making. Several will be noted here:

The test of cost. Group decision making occupies the time of many administrators. The time required (and therefore the cost) for the group decision may not be worth the advantages. The problem may not be sufficiently important to justify the team's time. In cases of emergency there may be insufficient time to convene the group before a decision must be rendered. The administrative team may then be involved in several but not all of the decision-making phases shown in Figure 9.

The test of expertise. Decisions may be required on matters in which the expertise of the administrative team is no greater than the expertise of a single individual. This is often the case in technological or highly particularized problems. In these instances, one would expect the expert to deliver the best decision. However, even these decisions may be reviewed with profit by line administrators who have a better perspective on their impact on the total organization.

The test of accountability. It is often impossible for accountability to be shared. Grievances are filed against individual administrators, not against the administrative team. If a conflict involving school administration goes to litigation, the defendant is likely to be a single administrator or the board of education, not the administrative team. If administrative failure occurs somewhere within the system, it will probably cost the job of a single administrator, rather than the entire administrative team. When accountability for the final decision is indivisible, and particularly when the risks are high, it is practically axiomatic that the responsibility for the final decision must rest with the individual involved. In these instances, it may be prudent to involve the administrative team in all stages of the process save the actual determination of the decision, the last stage shown in Figure 9.

Making the final decision is the most crucial aspect of administrative practice and the supreme test of commitment to the administrative team. The school board or superintendent who regularly reserves the right to make the final decision is cheating the administrative team.

The executive veto is a procedure wholly compatible with the administrative team concept that still protects the superintendent or board in high risk decisions in which their accountability is indivisible. The executive veto is firmly established in political science. It permits the superintendent or board to reverse the decision of the team when superintendent or board cannot accept accountability for that decision. Such instances should be the exception rather than the rule, and the board and superintendent are morally obligated to explain why the veto was used. If executive vetoes are frequent or unexplained, the integrity of the administrative team is quickly eroded.

The test of accountability is closely related to the test of jurisdiction, which suggests that it is dysfunctional for a group to accept accountability for a decision that the group cannot implement. To put it positively, accountability for making a decision may have to follow responsibility for implementing it. If this test of decision making is accepted, then one must look to administrative jurisdictions to stake out the parameters of administrative team decision making. This principle is well recognized in most management systems, particularly in management-by-objectives systems.

The test of domain. This test relates to the organization's tolerance for variability of decisions relative to the problem at hand. In some instances—salary policies, for example—the decisions must be uniform throughout the domain of the school system. In other decisions—selection of textbooks, for example—the school system may easily tolerate diverse decisions among buildings and even among individual classrooms. In such a case it makes little sense to involve the entire administrative team once the team has decided that diversity is acceptable and that responsibility for these decisions can be delegated.

Thus modern administrative thought, while emphasizing the advantages of participation by the administrative team

in decision making in general, also emphasizes the practical limitations to the general principle. Perhaps the surest way of transforming an open and viable school system into a monstrous oligarchy would be to insist that all administrative decisions be forced through the administrative team.

DIRECTING

The directing function of an organization is the heart of executive action. The term "management," unlike the terms "administration" or "leadership," is sometimes defined to include the directing process exclusively. As a general rule, directing is not a proper function of the administrative team. It belongs with the single administrator in whose jurisdiction the task falls. The folly of group direction of organizational enterprise has been well demonstrated. The Chicago Cubs baseball team some years ago quickly abandoned a scheme for a triumverate of managers to direct, or manage, the team on the field. The Soviet Union's troika of chief executives was likewise short lived. Other examples are legion. Teams are notoriously ineffective in directing an enterprise. The concept of unity of command in directing an operation appears to be so well established and so conceptually sound that successful exceptions to it are practically nonexistent. People cannot work for a group of bosses. Even the most aggressive employee organizations rarely demand the right to participate in directing the organization. Executive decisions must often be made quickly; they must be predictable and therefore consistent. Both these qualities are impossible in team management.

As with most generalizations, there are certain conceivable exceptions. Management teams are sometimes used for specific projects of very limited domain, and they are sometimes used with apparent success in highly experimental and creative ventures. Nevertheless, the general principle stands: The process of directing is indivisible. If one regards management as synonymous with directing, then the term "management team" (rather than "administrative team") is inap-

propriate. Nevertheless we recognize that many people, particularly those in private enterprise, do use the term "management" in a broader sense synonymously with "administration."

EVALUATING

Evaluating is the process of administration that yields evidence on the quality of the organization's achievement. Although its importance is widely recognized, it is one of the least well developed and poorly practiced processes of administration. Administrative theory suggests that only certain aspects of the evaluating process lend themselves to group enterprise. Certainly the definition of criteria and standards for evaluation, closely related to the goal setting process described earlier, are properly a group enterprise. To some extent the gathering of evaluative data may also depend on the cooperation of the entire administrative team. The development of the overall plan of evaluation is a proper function of the administrative team as well, as are the development of plans for reporting and using the evaluation. However, data analysis, and to some extent their interpretation, are usually the proper functions of neutral experts who render a staff function and who hold no line jurisdictions within the organization. Objectivity is often questionable when the data are gathered, analyzed, and interpreted by those who are held accountable for results. The use or implementation of the findings, however, is essentially a responsibility of the administrative team.

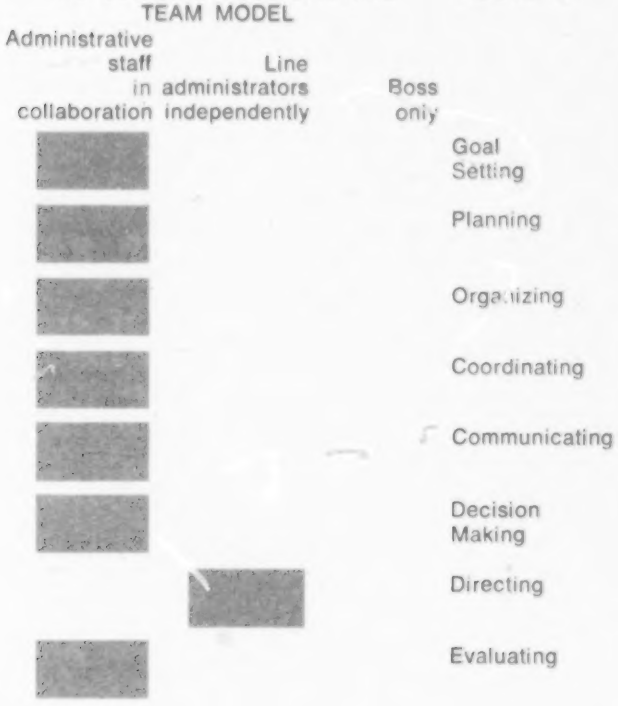
Toward a Definition of the Administrative Team

The concept of the administrative team is quite limited in usefulness unless its parameters are analyzed in terms of each particular administrative process. We have suggested that the concept of administrators' participation in these processes varies with the process itself, as well as with organizational circumstances and the various conceptual systems of administration. We have attempted to analyze some of these variables and to illustrate a disciplined

mode of thought that may help us clarify and refine our concepts of the administrative team, moving the concept out of the realm of bland platitude or watchword to a working concept with deeper and more precise and practical meaning. Our analysis emphasizes that an individual's definition of the administrative team will vary with the conceptual system of administration he finds most acceptable and that the degree and mode of team operation will vary with the administrative process and tasks at hand. Nevertheless, a general definition of the term may be possible: *The administrative team is a formally constituted, de jure body of administrators who exercise collaboratively all the administrative processes: goal setting, planning, organizing, coordinating, communicating, decision making, and evaluating. However, with rare exceptions, it does not direct programs within specific administrative jurisdictions.*

This definition (see Figure 10) includes several important specifications. First, the team must be formally constituted as an integral part of the administrative structure. Ad hoc or informal assemblies of administrators that exist at the pleasure of the superintendent or board do not satisfy this definition. Second, the team must be given a defined role in the administration of the enterprise, with the metes and bounds of its authority and responsibility specified by official action of the governing authorities. This definition excludes assemblies of administrators that exist without charter or constitution, job description, or other portfolio. Third, the definition specifies that the administrative team must exercise collaboratively all administrative processes, with the single exception of directing, and emphasizes the multilateral exercise of those processes. It rules out the "meet and discuss" or advisory bodies that often masquerade under the guise of the administrative team. It emphasizes collective exercise of nearly all the administrative processes, rather than only those that the superintendent or board may unilaterally delegate. Under this definition, advisory bodies are not re-

THE CLASSIC ADMINISTRATIVE TEAM MODEL FIGURE 10



This model, which is identical with the management-by-objectives model (Figure 6), is most compatible with classic administrative theory and therefore represents the most sophisticated and defensible concept of the administrative team.

garded as administrative teams. Finally, the definition excludes the directing process as it relates to programs under specific jurisdictions. We believe that the directing process cannot, in most cases, be exercised collaboratively.

This definition is silent on a number of characteristics that are difficult to generalize. It says nothing, for example, about the size of the administrative team, although the word "body" suggests something larger than two or three persons. In smaller districts the administrative team might include all administrators. In larger districts some administrative groups, particularly principals, might participate indirectly through their representatives, lest the inclusion of all principals render the body too large for effective action. However, it is inconceivable that principals, who occupy such important line positions, would be

excluded entirely from the administrative team. Other variables—nomenclature, frequency of meetings, and rules of procedures, among others—are not specified because they vary with the circumstances. "Administrative council" or "superintendent's cabinet" may be appropriate names for the administrative team, although the name in no way guarantees the legitimacy of the concept.

We do not suggest that all types of collective administrative operation falling outside this definition are always inappropriate or indefensible. We do suggest, however, that arrangements that do not satisfy the fundamental specifications of the definition do not satisfy the real concept of the administrative team.

Prerequisites to the Successful Administrative Team

We turn now to some principles that would seem imperative in the successful operation of an administrative team.

FAITH IN THE DEMOCRATIC PROCESS

The administrative team concept derives its credibility from several beliefs deep in our culture. It assumes that consent derives from those governed; that men are more likely to reach wise choices when the range of perception, information, knowledge, expertise, and debate is broadened; that subordinates are likely to generate greater commitment to the goals and policies of an organization when they help shape them; that this participation in administration provides a unique and essential vehicle for self-development and renewal; and, in sum, that the democratic process is superior to autocratic or oligarchical processes. This does not suggest that the democratic process is easier or simpler or less prone to conflict than other processes; Winston Churchill noted that democracy is the worst form of government—except for all others. Superintendents or boards of education who lack fundamental trust in the democratic process should probably not attempt to institute an administrative team. These superintendents and boards are more likely to conceive of administration

as either a technological system or a system of public responsibility.

TRUST IN PEOPLE

Faith in the democratic process is dependent upon trust in people. The administrative team, one of the modes of democratizing administration, depends for its success on trust in the administrative staff. When a school board and superintendent establish an administrative team as defined in this document and as illustrated in Figure 10, they are sharing authority and responsibility with the administrative staff, which is a demonstration of faith in people. The models depicted in Figures 1, 2, 3, 4, and 5, although commonly called administrative teams, do not satisfy our definition because they do not include this essential trust. Some models are fraudulent. They attempt to reap the advantages of the administrative team without making the essential investment of trust in the administrative staff. A school board or superintendent who has no trust in the administrative staff is far better off avoiding the administrative team altogether. Some administrative subordinates may not merit trust, but, as Thoreau noted, we may safely trust others a good deal more than we do. Trust is often a reciprocal and contagious quality: Trust begets trust. The genuine administrative team can help to sustain trust by deepening understanding through interaction and cooperative effort. This trust in the administrative staff is probably the most essential element in the success of the administrative team. The feasibility of the administrative team depends very heavily on the superintendent's or board's concept of man, as well as on the quality of the team's interpersonal relations.

COMMITMENT TO AN OPEN CLIMATE

When responsibility for administrative processes is shared, unilateral control of the organization is no longer possible, and the nature of the control function changes considerably. The direction of the organization's movement then becomes the responsibility of many, rather than one. Candor becomes the watch-

word, and information must be shared freely. The agenda for administrative action becomes the property of the team. All matters, including the allocation of resources, are subject to review and decision, and all alternatives must be considered. The administrative team and the closed climate are incompatible. The superintendent, board, or principal who is not committed to the open climate should beware of the administrative team.

ADEQUATE AND COMPETENT ADMINISTRATIVE STAFF

The administrative team concept requires a staff that is both qualitatively and quantitatively adequate. For example, the principal who assumes a share of responsibility for districtwide decision making must have greater understanding and competence than the principal who presides only over his own school building. Without this broader competence, he cannot function effectively as a member of the administrative team, and the decisions he helps to forge may be less desirable than those the superintendent might render alone. Moreover, the administrative team consumes more time than do conventional modes of management. There is no way around it: Meetings take time. Many school districts must increase the size of their administrative staffs if the administrative team is to be implemented effectively.

CONGRUENCY OF AUTHORITY, RESPONSIBILITY, AND ACCOUNTABILITY DOMAINS

The administrative team in operation will necessarily disturb old boundaries of authority, responsibility, and accountability. As one's authority is broadened but shared, so must one's responsibility and accountability be broadened and shared. The principal on the administrative team can no longer shrug his shoulders at criticism of school district plans and policies that he now helps to shape. The superintendent cannot expect to broaden the accountability of subordinate administrators without a commensurate broadening of their authority over

those variables that impinge on the success of their jurisdictions. Job descriptions for both the individual administrator and the administrative team become increasingly important when collaborative effort is undertaken. Careful attention must be given to relocation of spheres of authority, responsibility, and accountability to achieve maximum congruency.

Many superintendents and school boards have learned that they can command only a limited degree of authority over principals and teachers who enjoy a considerable measure of collegiality, autonomy, professionalism, and a low level of visibility in their professional practice. There is often a great gap between the issuance of an order at the top and compliance with it in schools and classrooms. Barnard spoke of this phenomenon as "governing from below." Homans elaborated on Barnard's thesis:

> If an order given by a leader to a member of his group is accepted by the member and controls his activity in the group, then the order is said to carry authority. This definition implies that the authority of an order always rests with the willingness of the person to whom it is addressed to obey it. . . . We talk as if authority were something inherent in leaders and flowing from them. Our definition reminds us that the power of the leader always depends upon his being able, by whatever methods, to carry his group with him.[12]

One of the more effective means by which the leader may "carry his group with him" is by engaging principals actively through the administrative team in those administrative processes that transport goals into implementation. If, as Barnard noted, authority is delegated from the middle and lower levels of the hierarchy to the top, then the administrative team would appear to be a powerful vehicle for institutionalizing this upward delegation of authority so essential to leadership.

REFINEMENT OF GROUP PROCESS SKILLS

Much of the success of the administrative team will depend on the skill of the superintendent in leading the group

process, as well as the skill of the administrative staff in participating in the process. Group process increasingly replaces individual effort, and group process skills do not materialize automatically. The effective administrative team will undertake operations research and diagnostic evaluation of its own group operation—and perhaps request the help of consultants—to improve its own effectiveness.

ACCEPTANCE OF THE CONTAGION OF GROUP ENTERPRISE

If the administrative team makes sense at the school district level, it is difficult to deny its relevance at the school building level. The principal who insists he should be part of district decision making will have little defense against his own subordinates who seek greater participation in the administrative processes at the building level. The history of organizations reveals the gradual extension of participation in the administrative process among the ranks of people in the organization. Although administrative team operation in the local school building is beyond the scope of our discussion here, it is axiomatic that the team concept makes as much sense at the building level as it does at the district level. Wise principals are seeking models for applying the administrative team concept to their own building operations through differentiated staffing and other organizational modes.

COMMITMENT TO THE ADMINISTRATIVE TEAM

The administrative team concept presupposes fundamental changes in the allocation of authority, responsibility, and accountability, as well as increased investment in the larger administrative staff usually required for team operation. The concept is also predicated, as we have seen, on certain ideological considerations that may have serious impact. For these reasons, the administrative team concept should be instituted with the firm understanding and support of the board of education. Without the school board's trust, confidence, and approval, the administrative team will be

severely handicapped.

It is important that the school board's role vis-à-vis the administrative team be defined. The details of this role will vary with circumstances, but, generally speaking, the board's participation should be confined largely to goal setting, communicating, decision making at the policy-making level, and evaluating. In these processes the board will collaborate with the administrative team, although the staff work will be delegated to the team. The planning, organizing, coordinating, and directing processes belong with the administrative team, subject to possible review and approval by the board.

The Impact of Contemporary Forces on the Administrative Team

School administration functions within a field of social and political forces that it helps to shape and that in turn shape it. Some of these forces already have an impact on the administrative team concept, and, although the future impact of others cannot be predicted with full certainty now, it is nevertheless necessary to consider them.

COLLECTIVE BARGAINING

Collective bargaining tends to polarize the school's professional staff into employee and management groups and tends to make management more cohesive. Some of the argument for the team concept arises from administrators' desire to stand together against the growing array of teacher demands that sometimes erode the authority administrators would like to retain.

Moreover, administrators in many districts have seen teachers gain through bargaining certain welfare benefits that outrun the gains available to administrators. The administrators, particularly the principals, then resolve that they, too, must organize to bargain more effectively for their own welfare interests. Two large national organizations are presently welcoming middle management school administrators into their ranks with the promise that conditions of employment can be greatly improved if they unionize.

This prospect raises several important questions. Does the local administrative team preempt the need for a bargaining unit for middle managers? Can their own welfare interests be handled with justice through the administrative team, perhaps as a sort of company union, or must they organize their own bargaining unit? How do they sort out the matters that should be dealt with by the administrative team from those that should be dealt with by the administrators' union? For instance, can the school calendar be developed by the administrative team, or would this constitute an unfair labor practice, on the assumption that the calendar is a condition of employment and must be bargained?

Many observers believe that the administrative team and the middle management bargaining unit cannot coexist in the same school district. Paul Salmon, executive secretary of the American Association of School Administrators, believes that the administrative team and adversary type bargaining by the middle management members of the administrative team are incompatible.[13] He also believes that the administrative team is incompatible with dependence on a "benevolent" superintendent and board to determine administrators' salaries and conditions of employment. The administrative team can coexist with the "meet and confer" mode of determining administrators' salaries and conditions of employment, Salmon contends, if the determination is carried on in an open and candid climate. Furthermore, he argues, if the administrative team's responsibility, authority, accountability, composition, working relations, rights, and agenda-building processes are formalized through a written "magna carta" or "management manifesto," then the determination of administrators' salaries and welfare benefits can be institutionalized successfully within the administrative team. It seems evident that if an administrative team functions effectively, it will greatly reduce the need for an administrators' union.

MANAGEMENT TECHNOLOGY

Linking computer assisted manage-

nent with systems theory may have substantial impact on the administrative team. In a number of large industries, many of the decisions formerly made by middle managers, or with the participation of middle managers, are now being made by headquarters staffs, who have ready access to the automatic data processing equipment that gives them more quickly and more reliably the data that were once received from their plant managers. These data are programed and analyzed systematically on the basis of decision-making models created by the systems analysts. As a consequence, the role of the middle manager in many industries has been reduced. Once so important because of their command of vital data, middle managers have found themselves displaced in the decision-making councils by systems analysts, computer programers, and headquarters administrators. Thus the new technology may have the capability of recentralizing rather than decentralizing decision making in complex organizations, particularly if the organization is committed to the concept of administration as scientific management.

So far we have little evidence of the impact of management technology in schools. It remains to be seen whether or not the computer and the systems analyst can (or should) displace the school principal in a fundamentally social enterprise and replace him in anything more than the logistical aspects of his work. Our best guess would be that management technology can relieve administrators and administrative teams from much of the drudgery of data collection, processing, and analysis, but that technology should not preempt the team's functioning in goal setting, planning, coordinating, organizing, and decision making. Indeed, it would appear that most management systems will force school administrators toward collaborative relationships. As noted earlier, management-by-objectives systems force administrators to work out cooperatively the objectives of the organization, the division of labor and allocation of responsibility and accountability in accomplishing these objectives, the plan-

ning of total institutional effort, and the coordination of the components of this effort. Only the directing process is carried on by individual effort. Thus we are inclined to believe that the installation of management systems may tend to reinforce the administrative team concept.

EXPANSION OF ADMINISTRATIVE SCIENCE AND PROFESSIONAL KNOWLEDGE

As in other types of human endeavor, school administration is experiencing an information explosion in both administrative science and general professional knowledge. It is no longer possible for the superintendent of schools to possess all the knowledge he needs for school district administration. Even his central office staff will lack some of the specialized knowledge needed for the leadership of an increasingly complex social institution. The administrative team permits the superintendent and central office to mobilize a wider range of knowledge. The effect is synergistic. Collectively, the administrative team brings more knowledge—and therefore more power—to bear on the administrative task than would be brought to bear by the sum of this knowledge vested in and exercised by the same administrators functioning individually. For years wise superintendents have understood this phenomenon, and it will become increasingly evident to all superintendents as they recognize the knowledge explosion in administration and in the profession generally.

GROWTH OF STATE AND FEDERAL PARTICIPATION IN EDUCATION

The growth of state and federal participation in the educational enterprise is well recognized. The body of state law governing education expands with each session of the state legislatures. State and federal courts add to the volume of case law and thereby tend to proscribe increasingly the decision options available to local administrators. With increasing assaults on local funding of schools, and with the shift of responsibility for funding from the local to the state and federal levels, it is pos-

sible that state and federal influence may increase along with funding. Some observers conclude that these and other trends toward the centralization of political power over schools will greatly reduce the options of local school districts. If this be true, it would tend to reduce the need for local administrative teams to preside over a narrowing range of options.

Others insist that control of education is not a fixed but a variable sum. Johns, for example, speaks of the concept of "creative federalism."[14] He contends that power over education is not a fixed quantity, but that it is expanding rapidly and that an increase in power at one level of government does not reduce—and indeed may even expand—the power of another level of government to deal with the problem. According to Johns, we must view the central continuum as a partnership in which federal, state, and local school districts operate as equals, each assuming responsibility for those processes that can be dealt with most appropriately at each level. If Johns is correct in this view, as we believe he is, the growth of state and federal participation in education would enlarge rather than decrease the need for local administrative teams.

INCREASED SIZE OF SCHOOL DISTRICTS

The reorganization of school districts and the growth in the school age population have generally increased the size of school districts, a process that has by no means run its course. In general, it can be said that larger administrative units escalate the need for administrative teams but reduce the feasibility. The problems of communication, coordination, planning, and organization become more complex and difficult in large organizations. With larger administrative staffs come larger administrative teams, unless some system of representation makes the inclusion of all principals unnecessary. Viable models of administrative teams in large school districts appear to be the exception rather than the rule. Nevertheless, the need for them in large districts is as great—probably greater—as in small districts.

DECENTRALIZATION OF ADMINISTRATIVE AUTHORITY

In large urban districts we have seen a trend toward the decentralization of administrative authority, often accompanied by increased community control. On face evidence, this trend would seem to suggest less need for an administrative team functioning at the central level, but this depends on the degree and nature of the authority delegated to attendance units. If a large measure of authority for goal setting, planning, and all other administrative processes is delegated, then of course there is less need for a districtwide administrative team.

NEW PATTERNS OF STAFF UTILIZATION

Differentiated staffing, faculty teams, and other models of collaborative faculty effort are currently receiving much attention. These models often combine elements of both instructional and administrative team operation at the school building level. One might reason that differentiated staffing largely eliminates the need for an administrative team at the building level, since the instructional team may preempt many of the administrative decisions. However that may be, the instructional team does rearrange somewhat the power structure of the building unit and may raise questions about the principal's credentials on the districtwide administrative team. Where there is no collaborative faculty effort at the building level, the principal's membership on the administrative team is unquestioned. However, when a faculty team or differentiated instructional unit comes into being, it inevitably shares some of the local administrative processes and may prompt the question of whether personnel other than or in addition to the principal should be represented on the central administrative team.

INCREASING SCHOOL-COMMUNITY INTERACTION

We have already noted the trend toward increased community participation in the governance of many urban school districts. Even apart from governance,

it is clear that schools are generally moving toward greater interaction with a wider array of community agencies: community health centers, child guidance centers, family development centers, community recreation programs, industries cooperating in work-study programs, centers for the rehabilitation of drug-addicted youth, juvenile authorities, community social work agencies, and a host of others. This trend is clearly accelerating, and its implications are fairly obvious. School administration must be increasingly concerned with the interaction between public schools and community agencies, both public and private. Combined programs, jointly appointed personnel, shared facilities, contracted services, multiagency planning and development teams, jointly funded research, and other multilateral arrangements are already familiar in many communities.

Such linkages as this become more important when concern is focused on duplication of services in isolation from one another. Clients will demand better integrated and more cooperative services. School administration may become increasingly analogous to the administration of social work agencies. Administrative teams will become more important as the media for coordinating external agencies with the schools.

Summing Up

We believe that the administrative team concept can be reconciled with administrative science and that it is compatible with our best concepts of man, of democracy, and of open social systems. Furthermore, the concept is not only compatible with but even imperative to most of the compelling social, political, and economic forces impinging on education in our time. Indeed, it may not be extravagant to say that educational administration not firmly rooted in the administrative team concept is inadequate and perhaps dangerous.

Failure to provide meaningful participation of the administrative staff in the administrative processes of the total school system can impair the quality of

administration and ultimately the quality of educational opportunity for our students. It can weaken the commitment of the administrative staff to the goals and plans of the school system and lower the morale of administrators, accelerate their alienation from top administration, and quicken their resolve to form administrator unions. To reverse these developments requires far more than superficial acclaim of the administrative team idea.

The team concept will have little utility in most school systems until they have: 1) rationalized the concept of the administrative team with the concepts of administration that they hold, 2) related their concepts of group effort specifically to the discrete administrative processes, and 3) created their own well-defined and well-reasoned model of administrative team operation. The administrative team will also have limited utility without: 1) endorsement by the school board, the superintendent, and the administrative staff, 2) commitment to applying the democratic process to administration, 3) refinement of group process skills, 4) genuine trust in administrators, and 5) declaration of faith in an open climate of school administration. We hope this monograph can establish a mode of thought that will be helpful in accomplishing these tasks.

NOTES

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10. See footnote 9, pp. 90-91.

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